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ABSTRACT

Kansas Balance-of-State, a CETA (Comprehensive Employment and Training Act) prime sponsor explored the possibilities of open entry-open exit in meeting the classroom training needs of clients in area vocational technical schools (AVTS). The change to open entry-open exit was found to involve consideration of flexibility and self-paced, individualized instruction; staff training; and administrative concerns in transitioning. A review of open entry-open exit at institutions in Florida, Minnesota, Missouri, and Nebraska was supplemented by open entry-open exit status information on Kansas community colleges and AVTS. Elements observed in operation were staggered enrollment; student dominance in the classroom-laboratory; need for different curriculum materials and more teaching aids; facility design to provide for large and small group activities, individual study, and laboratory activities; and teacher support. Data showing over one-half of the 1,520 CETA clients in classroom training during 1979 enrolled in institutions other than AVTS and community colleges seemed to indicate that they would enroll in them if space were available following registration. Recommendations included changing AVTS training programs to open entry-open exit and allowing the greatest flexibility for student entry and exit. (YLB)

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OPEN ENTRY-OPEN EXIT

A Flexible Approach for Providing Skill Training Needs at AVTS

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FOREWORD

Following the FY 78 third quarter evaluation by the Department of Labor of the CETA Title I programs in Kansas Balance-of-State, (KBOS) this prime sponsor began considering the alternatives for improving one of its services to clients, i.e., classroom training.

Since KBOS classroom training for the most part is derived from three sources, namely, private schools, community colleges, and area vocational technical schools (AVTS) this prime sponsor decided to explore the possibilities of open entry - open exit in meeting the classroom training needs of clients. Concurrent with this decision was the selection of the AVTS as the institution where the open entry - open exit concept could be most readily implemented.

In the material which follows, a discussion of open entry - open exit program needs is presented. This is followed by a brief review of open entry - open exit at responding institutions in Florida, Minnesota, Missouri and Nebraska. This is supplemented with open entry - open exit status information in Kansas, i.e., community colleges and area vocational technical schools. Finally, suggested recommendations are given for implementing the open entry - open exit concept during FY 80.

Fred P. Ramirez
CETA Program Manager

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OPEN ENTRY - OPEN EXIT

INTRODUCTION

An immediate reaction to a proposed change is a flood of questions or doubts concerning the appropriateness of the change. Unless well substantiated with reliable back-up data and convincing discussions, the proposed change will meet with varying degrees of resistance. A normal resistance to acceptance and implementation of change pertains to needed revisions in traditional practices. In this instance the proposed change is from traditional teaching to an open entry - open exit concept.[1]

More specifically open entry - open exit pertains to a self-paced, individualized instructional program, whereas the traditional is more concerned with varying forms of group activity. An added feature of open entry - open exit is entry into the instructional program on regularly designated dates, e.g., Monday of each week, first Monday of each month, etc. In some instances flexibility allows students to exit when they have met their objective for occupational entry or re-entry.

A true flexible, individualized instructional, learning program fits the needs and abilities of all students in the program, allowing the average learner to move at average rates, faster learners to progress more rapidly, and slower learners to move at a much faster rate than in traditional (lock-step) programs.

In traditional instructional programs students have fixed enrollment dates, e.g., the beginning of each semester with some institutions providing

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1. Introduced in discussion papers on the topic of open entry - open open exit, dated 9-5-79 and 9-26-79, by author.

a mid-semester entry. However, availability of classroom or laboratory space is a pre-requisite to either plan for entry. The point of exit from the traditional program is completion of a prescribed program of study (or units of study) within a one or two year time span. Some of these programs also use an hourly equivalent to the one or two year certificate requirement.

Flexibility becomes a key word in open entry - open exit and denotes several variables which must be considered, because of individual differences of students and their needs.[2]

Individual differences pertain to such components as ability, opportunity, interests and achievement. Simply stated, differences may be attributable to inheritance and environment. More specifically, an assessment will show that a host of traits and events must be considered before making a final judgment about a trainee or prospective student. For example, what opportunities did the person actually have prior to application in a post-secondary institution such as an AVTS or community college. Opportunity takes into consideration the various handicaps such as physical, emotional or mental, and disadvantages such as economic, available program of study. Prior achievement is dependent upon study habits, motivation, teaching, ability, etc. Consequently, a number of factors should receive due consideration before making a judgment about a prospective student or enrolling this person in a study program.

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2. See letter, appendix A, dated August 10, 1978.

Considered in total, flexibility provides for individual differences, i.e., whether less time is needed due to prior knowledge or the ability to achieve more quickly, or more time is needed due to a disability, handicap or slower rate of learning. Concurrent with the timing of entry, the acquisition of expected outcomes (knowledge, skills, attitudes) is the important concern rather than the number of hours in training.

Thus for two important consideration have been metioned - flexible starting and ending dates, providing for individual differences via self-paced, individualized instruction. A third factor is staff. How can an experienced instructor (teacher) who has used traditional group settings and time frames meet the challenges of this flexible system?

Units (tasks) within curricula for individualized instructional programs are based on specific performance objectives and provide for clusters of related experiences. Instruction allows for heterogeneity of student learning styles. The total curriculum is planned to include a variety of methods and media which appeals to individual learners. Ways to individualize a program (or course) will depend upon the characteristics of an occupation, the type of skills to be learned, and the knowledge, skills and attitudes which are necessary to accomplish required tasks.

A real concern for an administrator in transitioning from traditional classroom and laboratory programs to individualized instructional programs is this question - can a teacher make the transition? More important, will the instructor be willing to change his/her methods of teaching? These questions must be faced. On the other hand, instructors will have individual concerns in adapting to an open entry -open exit system. An

immediate question is how do I fit a new student into a program when the balance of the class has progressed to varying degrees of achievement? Also, how can I maintain a regular flow of students through the program, and simultaneously allow for individual differances and proficiency in competency attainments?

To ensure a position on questions of this sort, Central Technical Community College was founded on the principle of open entry - open exit and faculty were hired accordingly. The current general catalog from that institution contains the following statement about enrollment: "Central Technical Community College operate under a system of continuous enrollment. This means that a student may register for and begin classes any day the college is in session."[3] The blending of enrollment and instruction is explained in the following statement:

> Continuous enrollment is made possible by the College's system of individualized instruction. Course material is provided through the use of films, tapes, slides and printed material. Students proceed through course material independently of others. This system allows for learning differences between students. Those who are quick to learn can proceed more rapidly than a traditional system would allow. Those who need more time to learn can proceed more slowly - without feeling the pressure of keeping up with others.
>
> Instructors are always available to assist students in course work, evaluate their performance, and provide motivation. Through individualized instruction, there is an opportunity for each student to work on a one-to-one basis with instructors. In this way, a student receives a more personal education which will meet his/her individual goals.

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3. Central Technical Community College, Catalog 79-80. P.O. Box 1024, Hastings, Nebraska 68901, p. 17.

4. Ibid..

A LOOK AT INDIVIDUALIZED INSTRUCTION, OTHER STATES

Information was requested from some of the institutions outside Kansas known to have individualized instructional programs. Although the following information does not represent all the institutions or possibilities in individualized instruction, an indication of its identity is provided.

Central Technical Community College

Central Technical Community College has an open entry-open exit system.[5] The twenty-nine occupational programs are totally individualized. In addition, the supportive general education courses are individualized.

Programs and course offerings are grouped within the institution according to learning activity clusters (LAC). The purpose of the clustering concept is to provide better campus communications and integration of programs. General education courses which are supportive of the occupational program within a cluster are administered by that LAC.[6]

The college engages in an on-going process of new program development, so it can meet the employment needs fo the 25 county area it serves.[7] The following suggested procedures are used in developing curriculum:[8]

1. Identify the course.
2. Write the general course objective or goal.
3. Write the intermediate course goals. These become course units and are so identified in the outline.

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5. Letter - August 28, 1979 from Dennis Tyson, Dean of Instrction/Acting President, Central Technical Community College, P.O. Box 1024, Hastings, Nebraska 68901.
6. General Catalog, p. 37.
7. Ibid..
8. A Statement of Instructional Purpose, Central Technical Community College, pp. 22-23.

4. Write measurable terminal objectives for each unit of the course.

5. Write the master study guide.
The study guide directs the student to the learning resources and evaluations. The study guide is written to each objective or instructional concept being taught. Ideally, the materials and learning experiences supporting each objective or concept will be presented to the suudent in at least three of the following ways:

   A. Printed reference: text books, information sheets, information booklets, pamphlets, newspaper or magazine articles, etc.

   B. Voice corridor: audio tapes, etc.

   C. Visualization: super 8mm films, slides, study prints, charts, models, etc. These are usually accompanied by an audio tape for clarification or additional explanation.

   D. Practice: The student or learner becomes actively involved in the learning experience to gain a greater understanding or develop skills.

6. Assemble and prepare resources, usually starting with the print and audio mediums becuase they are the easiest to implement.

7. Write evaluations:
Informal evaluations: Written self-evaluations
Formal evaluations: oral, written, or performance

8. Write the current study guide directing the student to prepared instructional resources.

9. Send the course materials to the division secretary to be typed and sent to the printer for short run copies.

10. The course is used in the instructional area, evaluated and revised as course weaknesses necessitate revision.

11. The course is proofread in the I.D.C. The instructor rules upon suggested changes which are then implemented and the final copy is printed.

12. Additional instructional resources identified on the master stydy guide are added as time allows until the master study guide is the current study guide.

916 Area Vo-Tech Institute

Special Intermediate School District No. 916 (916 Area Vocational-Technical Inatitute), one of three such districts in Minnesota, serves high school, and post-high school students, and adults from a consortium of nine school districts.

Students are admitted on a continuous basis with starting dates on the first Monday of each month as openings occur. Prior to the beginning of studies, students are usually interviewed and provided work evaluations to determine appropriateness of the program chosen. Sometime students are guided into other choices which appear more logical.

At the SERVE Center students are given credit for skills they already posssess which avoids needless duplication. Student assistance may include vocational assessment, related math,related reading, supplemental instruction, job seeking/keeping and placement skills.

The personalized competency-based, individualized instruction permits considerable flexibility in planning instructional programs, and requires students to develop work and study habits which allows them to progress independently of close supervision. The expectation is for students to complete a program of study within the number of months for which programs have been designed. Within reason students may take as long as necessary to learn job skills. Those who must exit a program before completion are given credit for the job tasks they have mastered.

Programs are listed by average months for completion and vary from four to twenty-four months. Programs are listed in the catalog under seven broad occupational headings and total fifty-seven in number.[9]

9. 916 Area Vo-Tech Institute, Program Offerings, 3300 Century Avenue North, White Bear Lake, MN 55110, pp. 4-32.

The personalized learning system around which the entire instructional system is organized includes:

1. secondary, post-secondary and adult individualized curriculum articulation
2. open access to programs on a monthly basis
3. facilities and support training for the handicapped
4. extended day and year round operation
5. the latest use of instructional technology
6. a strong program for upgrading and retraining adults (meeting the on-going demands of adults in an ever changing society).[10]

Western Vo-Tech School

The inquiry to the Westside Vo-Tech School[11] netted sample curriculum materials used in one setting - a retail selling program. The sample was representative of other locally developed individualized instructional materials. Units were prefaced with a "purpose" and followed by "objectives" and "directions". Pre-tests and post-tests were used in measuring previous achievement and competencies learned.

Willard J. Graff Area Vocational-Technical Center

The six courses offered by the Graff Area Vocational-Technical School accomodates all CETA II-B, II-D, and Special Grant participants except for small numbers in clerical training at local business colleges.[12] The vocational Education Program Narrative[13] referred to provisions for training

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10. Ibid., p.4

11. Letter - Karen Keown, Retail/Cashiering Instructor, Westside Vo-Tech School, 731 E. Story Road, Winter Garden, Florida 32787.

12. Letter of November 20, 1979 from Chet Dixon, Director, Dept. of Human Resources, 299 East Commercial, P.O. Box 906 C.S.S., Springfield, MO 65803

13. Mimeograph - Vocational Education Program Narrative (enclosure with letter of November 20, 1979 from Mr. Dixon).

of CETA clients. Students are admitted at any time, depending on availability of slots. The excerpt below was taken from that narrative.[14]

> The Missouri Department of Elementary and Secondary Education shall provide skills and basic education training to those CETA eligible residents of the City of Springfield, Missouri, who are determined to be able to benefit from such services by the Human Resources Department of the City of Springfield.
>
> A. Direct referral perrogatives on an "open-in/ open-out" basis will include the following courses:
>
> Basic Education and Introduction to Vocational Training
> Welding - 9 slots
> Machine Operator - 9 slots
> Auto Service Station Mechanic - 9 slots
> Clerical Cluster (Clerk Typist, Steno, Jr. Accountant) - 30 slots
> Food Management - 9 slots

OPEN ENTRY-OPEN EXIT IN KANSAS

To gain some idea of the use of open entry-open exit in Kansas community colleges and area vocational technical schools, (AVTS), telephone inquiries were made to Deans of Instruction at community colleges or Directors at AVTS (or a designee). A summary of responses to inquiries follow.

At the community college level, very little opportunity exists for using the open entry-open exit concept. Cowley County Community College, the only istitution in Kansas where the community college and AVTS share a joint campus, has a limited number of opportunities. Programs in auto mechanics and agriculture take new students in September and January, coinciding with regular semseter enrollments. In other programs such as cosmotology and mental health, students may enroll at three designated times during the academic year. Manicurists are taken anytime.

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14. Ibid..

Concerning the area vocational technical schools (AVTS), similar situations were noted at Kaw AVTS and at Manhattan AVTS. The term "open entry - open exit" was used, but in a qualified manner. The term "open" referred to a particular time when enrollments were taken such as July or January; and August, November or February. Another version was September, then 9 weeks later; followed by Janaury and 9 weeks later, i.e., four times during the academic year. The number of programs in each instance were extremely limited.

As used at Liberal AVTS, open entry-open exit had a duel meaning. For example, in programs such as welding, diesel mechanics, and carpentry, new students could be enrolled at the end of each unit of instruction, if space were available. In many instances space was available especially at mid-year, i.e., January. In programs such as office education and medical assistant, students could start any week since the programs were individually oriented, i.e., taught via individualized instruction.

At Kansas City AVTS, a practice has been to enroll new students the first Tuesday of each month. Space is not always available, so a prospective student might have a waiting period in the high demand programs and in those programs having low a attrition rates.

Whether programs at the Kansas City AVTS are geared to individualized instruction is pretty much a matter of teacher choice. Also, regardless of when students enroll in a particular program, he/whe will have experienced all the units of instructions before he/she finishes. In those instances where students want specialized information, e.g., front end alignment only, they enroll in the evening school.

An exception to enrollments on the first Tuesday of each month is the Licensed Pratical Nurse (LPN) program. In this program, enrollments are open in September, November, February and May.

Open entry - open exit is used in the Wichita AVTS. Most programs which would be classified as Trade and Industrial (T&I), e.g., air conditioning and refrigeration, machine shop, and carpentry, use the open entry - open exit concept. The AVTS director is very enthusiastic about a system which enables students to enroll at regular intervals, i.e., weekly. The director would prefer to offer all programs on this were it not for budget limitations, for staff, program materials, and other limitations such as state regulatory agency certification standards. According to the Wichita AVTS director, when changing to open entry - open exit, modifications are needed in traditional instruction, i.e., individualized teaching, resource materials, and additional staff.

One feature of the Wichita AVTS was inclusion of assessment. i.e., via the Assessment Center and prior to enrollment of students.

At the Kansas Correctional-Vocational Training Center, instructional programs are developed via U.S.D. No. 501, Topeka (Kaw AVTS). Inmates are first-offender, non-violent persons between 18 and 30 years of age with the average age being 22.

Since the average stay is seven months a tight time schedule is maintained. During the first two weeks, counselors and coordinators work with persons, testing and determing aptitudes and interests.

New groups (or individuals) can start each week. Instruction emphasizes individualization with classes in session six hours daily. Available courses include auto mechanics, heating and air conditioning, reproduction

graphics, welding, radio and tevelision (basic electronics), sales (general), multi-occupation building mechanics (carpentry, electricity, plumbing, smallengines), and basic education (GED).

ENROLLMENT DATA

To determine CETA enrollment in public-supported, post-secondary education a summary of data for fiscal years 1979 and 1980 was made, i.e., from October 1, 1978 through September 30, 1979 and from October 1, 1979 through December 1979. During the two periods, AVTS enrollments totaled 1024 CETA clients while the community colleges enrolled 480.

Two adjustments were used in the data. Cowley County Community College information was designated as an AVTS enrollment. Since many trainees from Area 4, Team 2 are enrolled in the vocational program at Pittsburg State University, that group was also included. AVTS data is presented in Table I.

Community College information appears in Table II. During the same two enrollment periods, CETA enrollment at community colleges was 40 percent of the AVTS. On the other hand seven of the 19 schools listed in Table II had 87 percent of the CETA enrollment in community colleges.

In total perspective the number of students in classroom training at AVTS, community colleges, and other training institutions during FY 79 (10-1-78 to 9-30-79) and FY 80 to date (10-1-79 to 12-31-79) appears in the illustration below:

School	FY 79	FY 80
AVTS	534	490
CJC	216	264
Other	770	126
Total	1,520	890

Table I. KBOS ENROLLMENT IN AREA VOCATIONAL TECHNICAL SCHOOLS, FY 79 & FY 80

Institution	FY 79	FY 80
Central Kansas AVTS, Newton (Newton, Hutchinson, McPherson)	-	-
Cowley County Community College	36	32
NE Kansas AVTS, Atchison	39	36
North Central Kansas AVTS, Beloit	20	32
SE Kansas AVTS, Coffeyville	23	13
Columbus	51	32
SW Kansas AVTS, Dodge City	14	7
Flint Hills AVTS, Emporia	54	55
NW Kansas AVTS, Goodland	33	36
Kansas City AVTS	16	22
Kaw Valley AVTS, Topeka	10	10
Liberal AVTS	38	40
Manhattan AVTS	62	80
Salina AVTS	22	17
Wichita AVTS	82	41
Pittsburg State University	34	35
TOTAL	534	490

TABLE II. KROS ENROLLMENT IN COMMUNITY COLLEGES, FY 79 & FY 80

Institution	FY 79	FY 80
Allen County Community Junior College, Iola	1	-
Barton County, Great Bend	17	26
Butler County, El Dorado	2	-
Cloud County, Concordia	-	5
Coffeyville	3	2
Colby	6	8
Cowley County (included in AVTS listing)	-	-
Dodge City	31	27
Fort Scott	5	2
Garden City	38	46
Haskell	-	-
Highland	-	-
Hutchinson	46	48
Independence	9	12
Johnson County, Overland Park	-	-
Kansas City	-	-
Labette County, Parsons	8	-
Neosho County, Chanute	22	42
Pratt County, Pratt	-	29
Seward County, Liberal	28	17
TOTAL	216	264

To determine relative demand for AVTS training by CETA clients in KBOS, the enrollments at the various institutions in Table I were next identified by program. The number of students reported as enrolled in each program and program rank appears in Table III. This covers the two periods, FY 79 and FY 80, and includes the combined rank under the heading "2 year rank."

TABLE III. KBOS ENROLLMENT IN AVTS PROGRAMS, FY 79 & FY 80*

Program	FY 79		FY 80		2-Year
	No.	Rank	No.	Rank	Rank
Pratical Nurse	71	1	69	1	1
Nursing Assistant	8	19	11	15	16
Food Management & Food Service	6	22	7	19	19
Office Occupations**	26	8	32	2	3
Secretarial	35	3	20	6	4
Data Processing	9	17	24	4	10
Clerical	28	7	20	6	7
Air Conditioning & Refrigeration	9	17	16	9	15
Auto Body Repair	16	11	16	9	11
Mechanics (Auto)	38	2	32	2	2
Carpentry	35	3	17	8	6
Plumbing	14	16	12	13	13
Diesel Mechanics	7	21	9	17	17
Drafting	31	5	23	5	5
Electronics Occupations	8	19	8	18	17
Graphic Arts	25	9	16	9	9
Litho Offset Printing	4	23	7	19	20
Machine Shop	17	10	12	13	12
Welding	30	6	13	12	8
Cosmetology	15	12	11	15	13

* FY 80 data is for partial year at time of survey, i.e., Oct. 1 - 31, 1979.
**For some schools enrollment was lumped rather than given as secretarial clerical, etc.

SUMMARY

Open entry - open exit has been recognized as an improvement to the traditional means for providing students with educational opportunities, especially at the post-secondary level.

In the usual sense there is security in an existing system. The possibilities and limitations have been rather well defined. Persons associated with the varied activities can speak with a relative degree of assurance and authority. On the other hand, open entry - open exit is a threat of sorts to existing practices used by institutions and their personnel. Also, there is uncertainty and confusion about unknown facts, such as enrollment and finance.

Although there are differences of opinion regarding a definition, the concept of open entry - open exit has been around long enough that various elements of this concept can be observed in operation in Kansas and in other states.

One of these elements is the opportunity for staggered enrollment. Apparently this opportunity to enroll varies from daily, to a certain day each month, to the completion of specified tasks or units of instruction. Some schools require completion of all tasks or units as outlined in the traditional (lock step) program, while in others a student is allowed to exit at the point where he/she feels entry employment needs have been met and later re-enter when upgrading is needed.

The classroom-laboratory scene in open entry - open exit is different from the traditional. Instead of the instructor dominating and directing as he/she did during traditional lecture-discussion-demonstration activities,

he/she will become a manager of learning. Students will work independently or in small groups, seeking help only when needed from the instructor, teaching assistant, and in certain instances other classmates who have already completed the activity. Therefore, different curriculum materials and more teaching aids will be required, as students simultaneously "work" in a variety of activities. Pre-acquired competencies and acquired competencies will be measured by pre-test and post-tests. Individual differences of students will have greater opportunities for being met, as they pace their progress within reasonable expectations, using their individual learning styles.

The teaching-learning environments, as previously known in traditional programs, may or may not be adequate. This will be dependent upon design and space possibilities of existing facilities in meeting new demands of large group, small group, and individual study or laboratory activity. Space needs also must allow for necessary carrels, and relevant materials, and equipment which facilitate and enrich learning.

To utilize this teaching procedure, which is highly dependent upon measurable performance objectives (competency based), those who teach must be willing to adapt their teaching styles to fit the individualized instructional concept. Otherwise measurable results will be less than satisfactory.

Since slightly over half of the 1520 CETA clients in classroom training during FY 1979 were enrolled in institutions other than AVTS and community colleges, one could assume a greater percentage would be enrolled in AVTS and community colleges of space were available as needed after initial fall

enrollment ends. This assumption is based partially on the fact that 754 of the 890 enrolled through December of FY 1980 have been enrolled in AVTS and community colleges.

Though left until last, budgeting (financial) needs are most important. Because greater teaching needs can be anticipated, it is safe to speculate that open entry - open exit instruction will cost more than traditional. Conversely, time can only tell whether more students can be served. If so, this could be an off-setting factor in costs. In addition, alternate means (formulas for funding vocational programs may be needed.

After initial decisions have been completed, and workshops have been superseded by open entry - open exit implementation, a continuous program of evaluation and follow-up will be needed to further refine the program to its greatest potential.

Finally many of the points metioned or alluded to above are listed in an Oklahoma planning guide for occupational instructors under the heading "Requirements of Open Ended Programs." These are:[15]

(see following page)

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15. Individualized Instruction in Open-Ended Manpower Programs, a Planning Guide for Occupational Instructors, State Department of Vocational and Technical Education, Stillwater, Oklahoma, P. 23.

1. A comprehensive orientation for each student, including the implications of the open-ended training concept.

2. A balanced, broad range of realistic objectives which:

   a. Allow successful experiences for the slowest learner
   b. Include those difficult enough to challenge the fastest learner
   c. Allow acceptable performance during early stages of training
   d. Require employability performance at advanced levels.

3. A variety of media and methods:

   a. Adaptable to diverse learning styles
   b. Compatible with occupational characteristics

4. Individualized Prescribed Instruction which is student-paced and meets immediate learning needs.

5. Realistic teaching techniques which allow:

   a. One-to-one tutoring when necessary
   b. Hands-on experiences (as appropriate) for every student
   c. Group instruction when applicable
   d. Economical use of instructor's time
   e. Economy of student's time.

6. Flexible scheduling which allows:

   a. Frequent student intake (normally weekly)
   b. Progression from the simple to the complex
   c. Flow that is logical to each individual
   d. Discrete assignments when sequencing is unimportant.

7. Student assessment procedures including:

   a. Pre-tests (written and hands-on)
      (1) To determine beginning training level
      (2) Which certify knowledge, experience, and ability
   b. Post-tests and supervised practicum to assure attainment of objectives.

8. Economical use of facilities and equipment.

9. Related education required to succeed in the occupation.

10. Attitude development which encourages:

    a. The desire to learn
    b. The ability to think and make logical decisions
    c. A positive attitude toward obtaining and holding a job
    d. The ability to relate well with people.

RECOMMENDATIONS

Following a review of the DOL third quarter assessment of KBOS in 1978, discussions of training program needs, and a review of correspondence and program materials from respondents having open entry - open exit programs, the following recommendations have been suggested:

1. That discussions with the Kansas Department of Education be continued for the purpose of transitioning AVTS training programs to open entry - open exit during fiscal year 1980 -
   a. by using selected programs in designated AVTS[16] or
   b. by using designated programs in all AVTS.
   c. the latter (b) is preferred, since open entry - open exit using self-paced, individualized, competency-based instruction is no longer an experimental or demonstration program. In the long-run greater efficiency will be experienced by including all instructors in an occupational area as programs are transitioned.
2. That the possibility of meeting the training needs of other prime sponosrs in Kansas be considered, although data about their program needs has not been included in this study.
3. That the demand by CETA clients for classroom training, as shown in Table III, be given consideration when selecting programs for transiting to open entry - open exit.
4. That the greatest flexibility be allowed for student entry, exit, and re-entry.
5. That student training needs, based on assessment (including pre-test and post-test scores) along with level of entry, or re-entry employment

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16. For example - the Consortium of "4" Area Vocational Technical Schools of Kansas, "A Research and Development Proposal For the Development of Competency-Based, Individualized, Self-Paced Vocational Education Instruction."

b. Follow-up (in-service training) - after summer workshop and throughout FY '81

(1) on site instructor assistance

(2) Area meetings to discuss common concerns and provide direction

9. That open entry - open exit implementation budget provide for -

a. workshop needs - summer FY '80

(1) instructional staff - FY '81

(2) curriculum, teaching aids, equipment - FY '81

(a) participant developed

(b) secured from various sources

(c) provided by workshop staff

b. institutional needs - FY '81

(1) facility

(2) equipment

(3) teaching materials and teaching aids

(4) staff

(a) instructors

(b) teaching and/or laboratory assistants

c. follow-up FY '81

(a) in-service training

(b) program improvements

(c) subsequent workshop needs - summer FY '81

APPENDIX A

Appendix A

File
AUG 14 1978

U. S. DEPARTMENT OF LABOR
EMPLOYMENT AND TRAINING ADMINISTRATION
911 WALNUT STREET

Kansas City, Missouri 64106

August 10, 1978

7TGS-K

Dr. James A. McCain, Secretary
Department of Human Resources
401 Topeka Avenue
Topeka, KS 66603

Subject: Kansas Balance of State - FY 1978
Formal Performance Assessment (PSI 124-78)

Dear Dr. McCain:

On May 17-19, the Regional Office staff conducted an on-site review of your Balance of State Prime Sponsor Grant as a part of the Formal Performance Assessment for Fiscal Year 1978 as required by sections 105 and 703 of the Comprehensive Employment and Training Act (CETA). The Formal Performance Assessment must be completed prior to approval and funding of new fiscal year CETA grants. The formal notification of assessment rating will be sent to Governor Bennett and to you on August 31, 1978, since program activity through June 30, 1978, is considered in the overall assessment rating.

The attached are provided to facilitate your planning process for Title I and for improvements which should enhance the overall quality and effectiveness of your Balance of State Program.

Members of the assessment team expressed their appreciation for the courtesy and cooperation they received from members of your staff during the assessment process.

Your continued interest and able assistance and cooperation is appreciated and we are looking forward to working with you and your staff in Fiscal Year 1978.

Sincerely,

Richard Miskimins

RICHARD G. MISKIMINS
Regional Administrator

Enclosures

TITLE I

1-A Program Activities

Occupational areas appear well developed and appropriate for demand occupations. Geographic dispersion demands individual referral for training. A few class size training programs are available but this is the exception. On-the-job training is a more flexible approach for BOS due to a lack of open entry-open exit training options.

The delivery agents for skill training are widely dispersed geographically, tend to be locked into their semester system, and run their programs for extended time periods beyond the usual CETA enrollment span. Prime Sponsor and staff from the governors office are negotiating with State vocational education personnel to encourage greater flexibility in their schedules to meet CETA client needs. To date little has been accomplished. State Vocational Education authorities allow considerable local autonomy for the regional vocational training schools to set their own training schedules, cirriculum and generally run their programs to meet the needs of the more traditional school pouulations. Again this inflexibility found in the classroom training options tends to place greater reliance on the on-the job training portions of the program. Delivery agents for OJT have been well cultivated, and given the wide geographic spread in the BOS, projects provide the CETA staff with viable options for employability plan implementation.

There was a good balance of client characteristics found in the Title I file sample (10%) done in area file. Distribution by county is adversely affected by location of skill training facilities. This tends to cluster numbers of participants in counties with better training site access. The procedures for selecting applicants for skill training appears to place considerable emphasis on enrollee preference leaving the question of client qualifications, ie: aptitudes, abilities, educational preparation, etc., up to the training site to determine. No formal assessment activity is conducted by the CETA staff. This can lead to the vocational education centers rejecting referrals from CETA for training with a possible breakdown in the client planning process. The Prime Sponsor is exploring this problem and possible solutions for improving the formal client assessment process.

The principle need in supportive services is for transportation. Geographic dispersion of clients requires tremendous distances to training and in many cases OJT sites. No feasible solution has been found for this problem. Many prospective enrollees who could benefit from the program can not enroll due to a lack of transportation. The Prime Sponsor is encouraged to continue to place emphasis on individually developed OJT sites in locations close to the client residence in order to alleviate the transportation problem. Other services provided by CETA staff such as: extensive in-depth employability planning; counseling prior to and during enrollment; and OJT monitoring and training site client progress reviews, can stand improvement. A review of the client folders indicated minimal reports in these areas, however the staff indicated these services were being provided on a regular basis.

The controlled case load delivery system provides an excellent built-in method of systematic analysis of each participant's status, progress, and pending status change. It should be noted that this is a distinct benefit to the client and to management enrollee information and staff supervision. This system allows for maximum client flow control and client follow-through in components. There is a noticeable delay in the intake process from initial intake process ( ) to enrollment. This is due primarily to the semester system in the vocational technical schools causing delays of up to five months in enrollment. Work experience is not utilized sufficiently as a temporary holding action pending the commencement of a specific class. Very few CETA components are linked together as employability plan implementation options. The liklihood of a client pursuing a series of steps from plan initiation, to work experience or PSE, to skill training, to OJT, then permanent non subsidized work, is remote. The majority of enrollees pursue only one option and are not formally enrolled in CETA until they enter a specific option. No in-house activities were available, such as work sampling assessment, personal marketing seminars, career and labor market exploration workshops, or other components to assist in motivation and personal exploration. The program is primarily a recording of enrollment, referral to specific options, and very little inter-relationship in the options, or extensive employability planning with clients. This absence of linkage internally in program optionals is also evidenced in the lack of inter-agency linkages. Staff did not know about CETA programs operated outside their team activities and were even less aware of Job Service, WIN, Vocational Rehabilitation and other possible linkage arrangements. The typical EDP will embrace only one option for plan implementation ie-classroom skill training or OJT.

There is some evidence based upon discussions with staff and file reviews, that many staff lack the assessment and employability planning skills to engage the client in anything other than a superficial assessment and planning process. It should be noted however that although initial assessment and planning appear superficial, the program in general is yeilding good results in low non-positive terminations. It is suggested that the delay in the enrollment pending classroom training start-up dates may be creating a self deselection phenomenon casusing less motivated potential enrollees to seek other avenues of training and employment. The CETA client who has waited several months to start training may well be better motivated for training, hence perform better and positively effect termination rates.

The classroom training tends to adhere too much to a predetermined schedule of training with little effort to individualize the curriculum for client or program uniqueness.

Based upon superficially constructed employability plans it is difficult to determine the degree of appropriateness for client goals, needs, etc. The goals stated in the plans were frequently remote to the options for implementing the plans. In some cases goals were stated in context with the options available. Given the stated limitations in the scope of employability planning, the activities available for participants appeared appropriate. This is particulary true in the focus placed upon OJT as a viable EDP implementation option.

Data was available, accurate , and understandable in areas relative to the sections needing response on this report.

(a) The need for open entry (exit) classroom training options continues to be a problem. Client assessment and related services need continued effort to improve quality. Client services basic records ie; employability plans, assessment summaries, OJT monitoring reports, classroom training progress reports, and counseling anecdotal records, need to be maintained in the permanent central records files. More aggressive monitoring of the quality of client services and the records to substantiate these services is needed.

The two year curriculum required in several important skill clusters continues to hamper classroom skill training referrals.

It is also a concern in placement activities for clients persuing job placement gaps in their training representative of the 2nd years curriculum content coverage.

Transportation problem continues to be a significant deterrent to potential client enrollment in classroom skill training areas.

The prime sponsor is working actively through state vocational education staff to encourage both open entry (exit) skill training programs and training, clusters that can be developed around a one years time block.

Changes in the client services record system were introduced in January of 1978 to require a completed employability plan and client assessment summary in each permanent record file. The prime sponsor has given assurances that care will be taken to insure that all client services records are placed in the permanent central file. Since the files are maintained in seperate facility from the team operations activity, it is possible that OJT monitoring, training progress reports, and counselor contact reports, completed by team members, are not always placed in the central file. There is no way to verify that these services have been provided in the absense of reports. The prime sponsor through monitoring activity will insure that these services are being provided and appropriate records maintained.

The prime sponsor will continue to persue OJT and other alternatives for training to alleviate the problem of excessive distances to training sites.

Continuing effort is suggested in supervision, staff training, and monitoring, in areas that relate to the quality of client assessment and employability planning services.

As much attention should be given to the quality of what is being delivered to the client through the delivery system as is given to the information generated about clients in the system.

The prime sponsor should make every effort to develop a TA capability in the client services components consonent with their exemplary performance in their information system.

Staff and field personnel are involved in training programs related to client services concerns and will continue to increase this activity.